



Keweenaw National Historical Park

2014 Business Plan



Produced by
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Business Management Group
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Business Planning in the National Park Service

The purpose of business planning in the National Park Service (NPS) is to improve the ability of parks to communicate their financial and operational status to principal stakeholders. A business plan answers such questions as: What is the business of this park unit? What are its priorities over the next five years? How will the park allocate its resources to achieve these goals? The business planning process accomplishes three main tasks. First, it presents a clear, detailed picture of the state of park operations and priorities. Second, it outlines the park's financial projections and specific strategies the park may employ to marshal additional resources toward its operational needs. Finally, it provides the park with a synopsis of its funding sources and expenditures.

National Park Service Mission: *The National Park Service preserves unimpaired the natural and cultural resources and intrinsic values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.*

Cover: Winter at the Quincy Mine.
From left to right, No. 2 Shaft-Rock House (1908), Old No. 2 Hoist House (operated 1882–1895), No. 2 Hoist House (operated 1920–1931), and Old No. 2 Hoist House (operated 1895–1920).



1 TABLE OF CONTENTS

2 INTRODUCTION

- 2 Superintendent's Foreword
- 3 Introduction to Keweenaw National Historical Park
- 4 Key Themes: Highlights and Challenges

6 PARK OVERVIEW

- 6 Orientation
- 7 History, Mission, and Foundation
- 10 Historic Resources
- 12 Partnerships
- 15 Volunteers
- 16 Visitation
- 17 Calumet Visitor Center
- 18 Financial Snapshot
- 20 Personnel

22 OPERATIONAL PRIORITIES

- 22 Operational Priorities

24 DIVISION OVERVIEWS

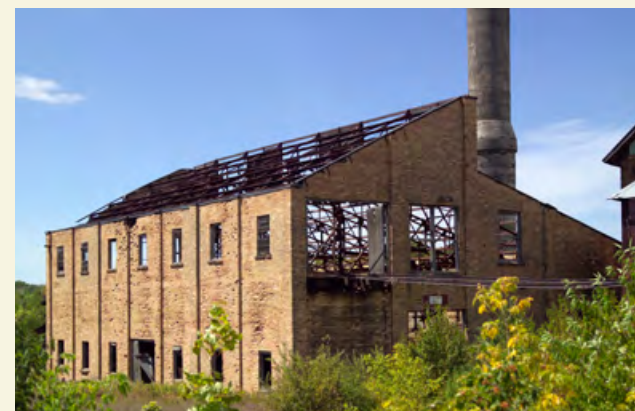
- 24 Interpretation & Education
- 26 Museum & Archival Services
- 28 Preservation Services
- 30 Management & Administration

32 FINANCIAL PROJECTIONS AND STRATEGIES

- 32 Potential Appropriated Base Budget Scenarios
- 34 Cost Reduction Strategies
- 35 Revenue Generation Strategies
- 35 Priority Capital Investments

36 CONCLUSION AND ACKNOWLEDGMENTS

- 36 Conclusion
- 37 Acknowledgments



From top: Masons' 50th Anniversary banquet at Calumet's Union Building, 1920; C&H mine captain's office; Quincy's No. 2 Boiler House.

Superintendent's Foreword

This Business Plan comes at a very important time for our park. Despite a challenging fiscal environment, we strive to improve our operations, provide outstanding experiences for park visitors, and further our mission of resource preservation and protection.

We developed this plan through a proven and credible process, with a history of effective results in the National Park Service over the past fifteen years. During weeks of collaboration, we gathered important input through in-depth interviews with Keweenaw NHP Advisory Commission members and staff, Keweenaw Heritage Site partners, National Parks of Lake Superior Foundation board members, Isle Royale & Keweenaw Parks Association, community stakeholders, and National Park Service staff and volunteers. The priorities and strategies identified in this document are a direct result of that carefully considered input. The fact that so many people took time to participate in the process demonstrates a deep, shared commitment to this special park. One thing is clear: we are all dedicated to preserving the important resources and telling the compelling stories of Upper Michigan's Copper Country. Keweenaw National Historical Park is only ultimately successful if we—the Commission, park partners, the community, and NPS staff—are all working together toward a common vision.

The end-purpose of this plan is to guide park operations for the next three to five years, to document how we will strategically manage our resources to accomplish our mission. This plan also serves to communicate our goals, priorities, opportunities, and challenges to our partners and stakeholders. We see

opportunities for us to become a more effective and efficient organization, but will need to make adjustments to do so. Moving forward, we will remain nimble, and if the budget outlook changes significantly one way or the other, we will adjust quickly using the framework of this plan as our foundation. This business plan is a call to action for us to be bold, creative, and effective in managing our resources and supporting our partners in our never-ending work of preservation and interpretation for present and future generations.

Thanks are due to many people, more than will be acknowledged here. I especially want to thank the following people for their strong support: Carol Brady and the National Parks of Lake Superior Foundation; Kim Hoagland, Scott See, and the Keweenaw NHP Advisory Commission; the talented and dedicated NPS Staff and volunteers at Keweenaw National Historical Park; the NPS Business Management Group; and our very talented Business Plan Consultants, Sam Clark and Corey Reynolds.

When one visits the Keweenaw Peninsula, the importance of copper in our history is clear. Together, we will ensure that Keweenaw National Historical Park thrives, preserving the historic resources and telling the nationally significant stories of the Copper Country.



Mike Pflaum
Superintendent



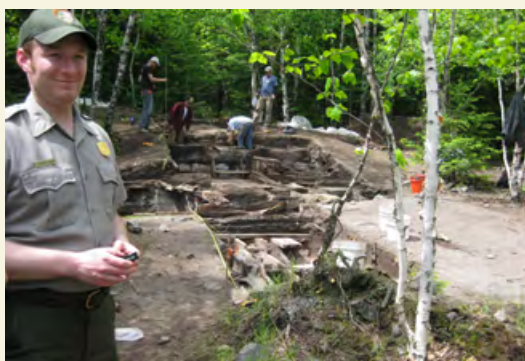
Still working today, the octagonal Eagle Harbor Lighthouse dates from 1871. It is owned and operated by the Keweenaw County Historical Society, a formal partner of Keweenaw NHP.

Introduction to Keweenaw National Historical Park

Introduction

The Keweenaw Peninsula is part of the geological formation that once contained the world's largest concentration of pure, elemental copper. From 1846 to 1968, the copper industry dominated the area, defining its politics, demographics, economy, and development. Keweenaw National Historical Park (NHP) preserves and in-

terprets the nationally significant story of copper on the Keweenaw Peninsula—a story of the geology, aboriginal history, and evolving technology behind extraction and production; of industrial titans, patronage, and watershed labor disputes; and of the powerful, personal experiences behind the boom and bust of a major industry.



Clockwise from top left: Trammers at Baltic Mine, circa 1880s; ranger and visitors at Cliff Mine; Calumet & Hecla pattern storage building; Alexander Agassiz's house; Calumet School Forge Shop.

Key Themes: Highlights and Challenges

The following key themes emerged from the business planning process at Keweenaw NHP. Some are uncontrollable factors—legislated boundaries and responsibilities, for example. Others reflect deliberate management decisions. These themes will be discussed in detail in the pages that follow.

1

The organization and administration of Keweenaw NHP are unique in the NPS. Keweenaw NHP is, by congressional authorization, a **partnership** park. Park partners include the Keweenaw NHP Advisory Commission, the network of 19 Keweenaw Heritage Site partners, local community governments, preservation and conservation groups, residents of the Copper Country, the park's cooperating association, and the Lake Superior parks' philanthropic group.

2

The park's **legislated boundaries** include 1,870 acres, yet the NPS owns only 142 acres of this land. The fact that most land and historic resources within park boundaries are privately owned can make preservation challenging, as well as lead to questions such as, "Where is the park?" Additionally, through the Advisory Commission's legislated authority, the NPS has a preservation role spanning 800,000 acres of the Keweenaw Peninsula—an area larger than Rhode Island.

3

The park has a \$1,410,000 base operating budget and 15 full-time equivalent employees (FTE)¹. Yet the park's mission is to preserve and protect countless cultural resources across the Keweenaw Peninsula, interpret the copper story to thousands of visitors, and provide professional technical assistance to formal and informal partners, including the 19 Keweenaw Heritage Site partners that operate 26 locations across Upper Michigan's Copper Country. A key and recurring challenge the park faces is strategically targeting its efforts and resources across these competing **priorities**.

¹A full-time equivalent employee equals 2,080 work hours per year. This means two part-time employees who each work 1,040 hours together equal one FTE, as does one full-time employee who works 2,080 hours. A park's total FTE is calculated by dividing the total number of hours worked in the park in a fiscal year by 2,080 hours.

Key Themes: Highlights and Challenges (continued)

4

Park staff provide professional **technical assistance** to partners. This technical assistance includes preservation advice, design review, construction and maintenance recommendations, training on interpretation and museum management, and more. The NPS is working to provide technical assistance more efficiently and effectively.

5

Keweenaw NHP is a young park, established in 1992. Consequently, park leadership spends a significant amount of time and resources on local community relations and building **awareness and understanding** of the park.

6

Park staff are highly **collaborative** and most projects are cross-divisional. As with the provision of technical assistance, Keweenaw NHP is pursuing opportunities to be more efficient in its day-to-day operations.

C&H Warehouse Number 1.

Orientation

Orientation

Keweenaw NHP is in the western region of Michigan's Upper Peninsula, on the Keweenaw Peninsula, which extends about 100 miles into Lake Superior. The area, known for its significant copper mining history, is also called the Lake Superior Copper District or Copper Country.

The park is comprised of two units—Quincy and Calumet, both sites of the area's two most successful former mining companies: the Quincy Mining Company and the Calumet & Hecla Mining Company (C&H). The 1,120-acre Quincy Unit, located just northeast of Hancock and adjacent to Portage Lake, includes the remaining structures and mines of the Quincy Mining Company. The 750-acre Calumet Unit, located just 10 miles north of the Quincy Unit, includes the historic mining community of Calumet, formerly home to C&H. The commercial and residential areas of the Village of Calumet and Calumet Township greet visitors to the Calumet Unit, which is also home to the park's headquarters and, as of October 2011, the Calumet Visitor Center. The Quincy and Calumet units each contain a mixture of park-owned and privately owned land and structures.

The park also partners with 19 Keweenaw Heritage Site partners who manage 26 locations stretching across the Keweenaw Peninsula (see page 12). These sites, located both inside and outside the Quincy and Calumet unit boundaries, are owned and operated by state and local governments, state universities, private businesses, and non-profit organizations. Keweenaw Heritage Sites operate independently of the NPS—under three-way Memoranda of Understanding (MOUs) between each site, the Advisory Commission, and the NPS—and contain significant cultural and/or natural resources that make a unique contribution to the copper mining story.

800,000 acres

The park's area of influence, via the Keweenaw NHP Advisory Commission, covers the entire Keweenaw Peninsula

1,870 acres

The amount of land within the legislated boundaries of Keweenaw NHP

142 acres

The amount of land actually owned by the park



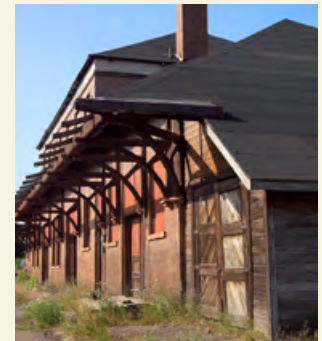
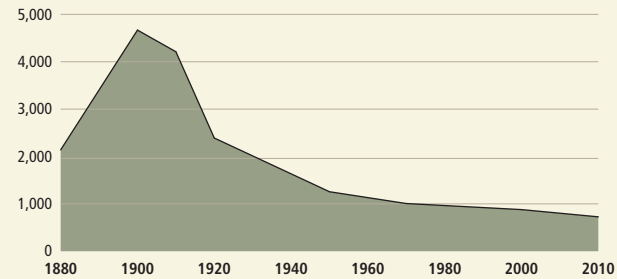
History, Mission, and Foundation

History, Mission, and Foundation

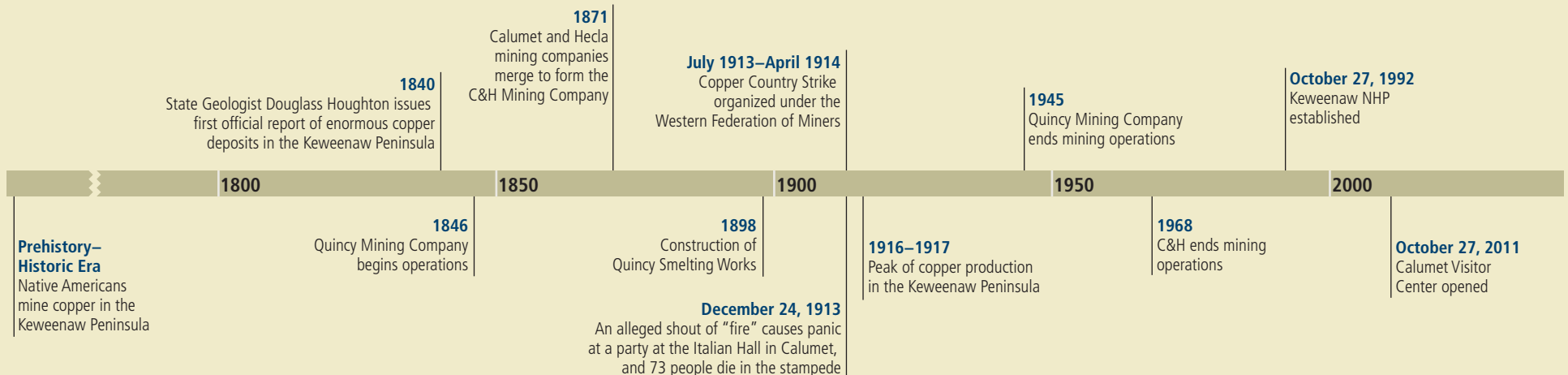
Copper mining began on Michigan's Keweenaw Peninsula more than 7,000 years ago, and continued through the 1990s, though major mining operations closed their doors in the 1960s. American Indians began mining copper and trading both raw and finished products thousands of years ago; the Ojibwe, who arrived in the 1500s, continued to collect copper from the surface, fabricating and trading various items. Reports in 1840 of enormous copper deposits spawned one of the nation's earliest mining rushes. By 1849, Michigan provided 96 percent of the nation's copper and the area's mine shafts were on track to become some of the deepest in the world. During the heyday of copper mining, between 1860 and 1920, immigrants poured into the area and created a vibrant culture—at one time over 30 distinct ethnic groups called the Copper Country home.

A violent strike rocked the region in 1913, followed by a short-lived increase in production around the First World War; after the boost of war-time production, the industry fell into decline as the cost to extract the copper from great depths was greater than its market value. The area's two largest mining companies—Quincy and C&H—ceased mining operations in 1945 and 1968 respectively. The mine closures, resulting demographic shifts, a lagging local economy, and changing business and transportation trends led to a significant reduction in the population and plunged the area into economic distress. As one example, the Village of Calumet, home to C&H, went from a population high of nearly 5,000 people around 1900 to today's population of 726.

Village of Calumet
Population Since 1880



The Mineral Range Depot once served as the arrival point for thousands of immigrants from around the world to the Calumet area.



History, Mission, and Foundation (continued)

Recognizing the national significance of the area's copper mining history, residents organized an effort to preserve the architecture and cultural landscapes symbolic of their heritage. The loss of significant historic structures fueled preservation efforts, especially the loss of the Italian Hall, scene of the 1913 Christmas Eve tragedy that claimed 73 lives. Because of local efforts, Congressman Bob Davis (R-MI) and Senator Carl Levin (D-MI) introduced enabling legislation for Keweenaw NHP on August 2, 1991. The bill passed the House and Senate in the first week of October, 1992, and President George H.W. Bush signed the bill into law on October 27, 1992.

The purpose of Keweenaw NHP is *"to preserve the nationally significant historical and cultural sites, structures, and districts of a portion of the Keweenaw Peninsula in the State of Michigan for the education, benefit, and inspiration of present and future generations; and to interpret the historic synergism between the geological, aboriginal, sociological, cultural, technological, and corporate forces that relate the story of copper on the Keweenaw Peninsula."*

Seeking an alternative to the federal funding that would be necessary to preserve the thousands of structures, landscapes, and stories in the Copper Country, Congress established the first permanent Advisory Commission in the national park system at Keweenaw NHP. This decision set the stage for the partnership arena in which the new park would operate.

Vision: The Keweenaw is the place to experience the story of copper and its link to our national heritage and identity. The National Park Service, Keweenaw NHP Advisory Commission, and partners preserve resources, provide compelling visitor experiences, and support a strong preservation ethic.

Italian Hall Tragedy

On Christmas Eve of 1913, during the Copper Miners' Strike, 73 people—mostly children—were killed in a stampede in Calumet's Italian Hall. At a party for striking workers and their families, someone heard a call of "fire" and chaos erupted in the crowded second-floor ballroom. Though there was no fire, panicked party-goers rushed for the exit, where victims were trapped and suffocated in a crush on the stairs. The disaster remains emotional for area residents to this day, and has generated a fair amount of scholarly debate on what actually took place, and why.

Despite being a Michigan State Historic Site and on the National Register of Historic Places, the Italian Hall was demolished in 1984. The owner was unable to maintain—much less, preserve—the building, and authorized its demolition after determining that rehabilitation costs were too high. The loss of the Italian Hall helped galvanize the effort to establish Keweenaw NHP and protect other historic sites from a similar fate. Today, the original re-erected doorway arch marks the building site, serving as the focal point of a memorial park that commemorates the Italian Hall Tragedy.



History, Mission, and Foundation (continued)

Key Organizational Components

As a partnership park, Keweenaw NHP is a group effort, requiring the coordinated engagement of four key organizational components:

1. National Park Service: The NPS funds and manages the day-to-day operations of the park, providing interpretation, preservation, curatorial, and management expertise for park-owned lands and structures as well as to partners and the wider community.

2. Keweenaw NHP Advisory Commission: A legislatively mandated operating commission supports and advises the NPS on all its activities; acts as a liaison between the park administrators, the Keweenaw Heritage Sites, and neighboring communities; and conducts cultural resource preservation- and interpretation-related programs across the Copper Country.

3. Keweenaw Heritage Sites: A collection of 19 private, non-profit organizations; universities; state parks; and commercial entities that preserve and interpret 26 locations and the historic resources under their care, providing the vast majority of the interpretive opportunities for visitors.

4. Copper Country communities: The broader community, including residents, businesses, non-profit organizations, historic district commissions, and other state and local government agencies that support the efforts of the NPS, the Keweenaw NHP Advisory Commission, and the Keweenaw Heritage Sites.



*Strikers assembling for parade, 1913;
strike flyer; downtown Calumet today.*



Historic Resources

Historic Structures

There are more than 1,800 historic structures located within Keweenaw NHP boundaries and thousands more across the entire Keweenaw Peninsula. Preservation of these structures is performed not just by the NPS and its Keweenaw Heritage Site partners, but also by the State of Michigan, local governments, and private entities through stabilization programs, preservation grants, and tax incentives.

Cultural Landscapes

Part of the mission of Keweenaw NHP is to preserve and interpret the cultural landscapes of the area—landscapes shaped by the events, activities, and people of the Copper Country. The NPS uses Cultural Landscape Reports (CLR) to guide landscape management. Keweenaw NHP has CLRs for both the Quincy and Calumet units, and works with partners to implement CLR recommendations.

Historic Artifacts

Preserving the copper history of the Keweenaw Peninsula requires the care of archaeological artifacts; historic objects; and records, manuscripts, papers, and photographs. This preservation work is done by Keweenaw NHP and the Keweenaw Heritage Site partners. The Keweenaw NHP collection contains over 11,000 historic artifacts and more than 2,000,000 archival items.



Bammert Blacksmith Shop.



Drill cores.

Preservation Challenges

- The historic resources of Upper Michigan's Copper Country are numerous and widespread, making prioritization of preservation activities difficult.
- Adaptive reuse of deteriorated industrial buildings is expensive, complex, and relies on market forces.
- Mining landscapes and structures are perceived to be contaminated, and the public frequently dismisses their historical importance.
- Fire has damaged or destroyed many historic resources across the Keweenaw Peninsula and continues to be a risk.

Identified by the NPS and the Keweenaw NHP Advisory Commission

NPS-Owned Structures and Assets

Quincy Unit	Calumet Unit
<ul style="list-style-type: none"> • Quincy Mine Office • Quincy Mining Co. Dry House Ruins • Mesnard Streetcar Station • Franklin School Ruins 	<ul style="list-style-type: none"> • C&H General Office Building (Keweenaw NHP Headquarters) • Union Building (Calumet Visitor Center) • C&H Library (Keweenaw History Center) • C&H Warehouse No. 1 • Alexander Agassiz Statue • Russell Snow Plow

Historic Resources (continued)

Quincy Smelting Works

The Quincy Smelting Works is the last standing copper smelter in the region and the most intact late-1800s elemental copper smelter in the world. Stabilization work continues as the Keweenaw NHP Advisory Commission pursues acquisition of the Quincy Smelting Works from its current owner, Franklin Township. In past years, Keweenaw NHP and the Environmental Protection Agency assisted Franklin Township in completing remediation of contaminants on the site. The Federal government has also invested \$1,285,000 in emergency stabilization measures to abate hazardous structural conditions. Today the NPS is exploring various avenues to acquire, preserve, and interpret this National Historic Landmark site.



Quincy Smelting Works is the most intact late-19th century elemental copper smelter in the world.

Left: A ranger highlights the need for stabilization work at the Quincy Smelter.

Below: The Quincy Smelter is on the shore of Portage Lake, which connects to Lake Superior via the Portage Shipping Canal.



Partnerships

Partnerships

Partnerships are an integral part of Keweenaw NHP's operations. The NPS owns only eight percent of land and less than half a percent of the historic structures inside park boundaries. The park leverages its resources by working with partners—the Keweenaw NHP Advisory Commission, the 19 formal Keweenaw Heritage Site partners, and communities throughout the Copper Country—to preserve and interpret the copper story on the Keweenaw Peninsula.

For its dedication to working with partners to accomplish the park's mission, the staff of Keweenaw NHP was awarded the 2013 NPS Midwest Region Outstanding Park Partnering Award.

Keweenaw NHP's 19 Keweenaw Heritage Site Partners

- | | |
|--|--|
| 1 Adventure Mining Company | 11 Hanka Homestead Museum |
| 2 A.E. Seaman Mineral Museum | 12 Houghton County Historical Museum |
| 3 Calumet Theatre | 13 Keweenaw County Historical Society |
| 4 Chassell Heritage Center | 14 Keweenaw Heritage Center (at St. Anne's) |
| 5 Copper Country Firefighters History Museum | 15 Laurium Manor Mansion Tours |
| 6 Copper Range Historical Museum | 16 Old Victoria |
| 7 Coppertown Mining Museum | 17 Ontonagon County Historical Museum |
| 8 Delaware Copper Mine Tours | 18 Porcupine Mountains Wilderness State Park |
| 9 Finnish American Heritage Center at Finlandia University | 19 Quincy Mine & Hoist |
| 10 Fort Wilkins Historic State Park | |



Partnerships (continued)

Keweenaw NHP Advisory Commission

The park's enabling legislation established the Keweenaw NHP Advisory Commission, a seven-person federal operating commission. The purpose of the Commission is to advise and assist the park on preservation and interpretation, liaise between the Keweenaw Heritage Sites and the NPS, and "carry out historical, educational, or cultural programs which encourage or enhance appreciation of the historic resources in the park, surrounding areas, and on the Keweenaw Peninsula."

Commission members are volunteers, appointed by the Secretary of Interior, and include representatives of local jurisdictions, the state of Michigan, and two at-large positions. The Advisory Commission also has a full-time, paid executive director, who works on site at the park.

Funding for the Advisory Commission historically comes from the NPS Midwest Regional Office, Keweenaw NHP, grants, and individual donations. The Commission is authorized to receive \$250,000 per year from federal sources, though actual federal funding is normally around \$100,000. Regarding non-federal funds—grants and donations—the Commission has recently been fortunate to receive \$300,000, in \$100,000 annual increments from an anonymous donor. In FY 2012, the Advisory Commission operated on a total budget of just under \$260,000.

Keweenaw Heritage Site Signage

Developed by a local graphic designer, the miner logo distinguishes Keweenaw Heritage Sites throughout the peninsula.

The logo depicts a miner wearing a helmet with features drawn from various mining eras, a silhouette of the Quincy No. 2 Shaft-Rock House, and the northern lights scattered in rays across the horizon.



Keweenaw Heritage Sites

The 19 Keweenaw Heritage Site partners are located throughout the Keweenaw Peninsula, from Copper Harbor to Ontonagon County, and provide the vast majority of the interpretive opportunities for park visitors. In 2012, the Heritage Site partners attracted 274,572 visitors on a combined annual budget of \$2,100,000.

Copper Country Communities

Copper Country communities—residents, businesses, non-profit organizations, historic district commissions, and other state and local government agencies—play an integral role in the preservation and interpretation of the copper story. Keweenaw NHP engages with nearly 50 of these entities to protect the vast cultural and natural resources across the peninsula.

Technical Assistance

The NPS defines technical assistance as providing assessment, advice, review, recommendations, resource publications, publication templates, and other non-durable services.

Staff members estimate that about 30 percent of their time is spent providing preservation and interpretation technical assistance to partners and property owners on the Keweenaw Peninsula. In terms of personnel time alone, the cash value of technical assistance provided to partners and property owners equaled more than \$300,000 in FY 2012.

Technical assistance allows partners and property owners to access the expertise of Keweenaw NHP's architects, curators, and interpretive professionals. Example projects include roof replacements, structural stabilizations, and design guidance, as well as general consulting on exhibit, curatorial, and interpretive issues.

Moving forward, one of Keweenaw NHP's top priorities is to improve the efficiency of technical assistance delivery through proactive programs targeted specifically at shared partner needs.

Partnerships (continued)

Keweenaw Heritage Grants

The Keweenaw Heritage Grants program provides matching funds to partners for the preservation and interpretation of historical properties and resources. Grants require a one-to-one match, and support historic preservation, archeology, interpretation, museum collections, and organizational sustainability.

The NPS awards grants to assist owners of historical properties within park boundaries, while the Advisory Commission awards grants both inside and outside the two park units. In FY 2012, the NPS awarded six grants through the program, totaling \$50,000. The Advisory Commission awarded 14 grants, totaling \$100,000.

Examples of FY 2012 projects include a public summer archeology program at a local historic mining site, the development of two heritage festivals in Calumet, the replacement of an HVAC system at the Finnish American Heritage Center, and the installation of an accessible lift at the Quincy Mining Company Hoist House.

In FY 2013, the Advisory Commission funded another \$100,000 in grants. The NPS suspended its Keweenaw Heritage Grants due to budget reductions, but hopes to restore the program when the budget situation stabilizes.



Clockwise, from top:
Phoenix Church;
Copper Country
Firefighters History
Museum; Calumet
Theatre; Coppertown
Mining Museum.



Cooperating Association and Philanthropic Group

Isle Royale & Keweenaw Parks Association (IRKPA): IRKPA operates the bookstore at the Calumet Visitor Center, raising valuable proceeds for the park. IRKPA supports both Keweenaw NHP and Isle Royale NP.



National Parks of Lake Superior Foundation (NPLSF): Established in 2006, NPLSF supports Keweenaw NHP and the four other national parks located in the Lake Superior region by funding preservation and visitor education projects.

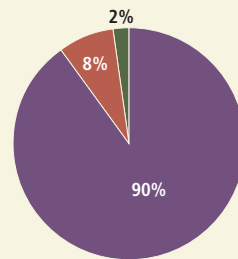
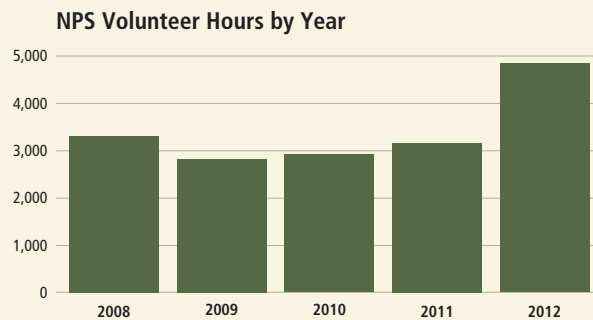
Volunteers

Volunteers

Keweenaw NHP maintains an active volunteer program. In FY 2012, volunteers donated nearly 60,000 hours of their time to the park and its partners, equivalent to 29 full-time employees. Keweenaw Heritage Sites accounted for 90 percent (53,983 hours) of this volunteer time. Of the 19 Heritage Site partner organizations, seven are run completely by volunteers, three with only paid part-time staff and volunteers, and the remaining nine with paid full-time staff. The Advisory Commission, an all-volunteer group, donated 1,080 hours of time in FY 2012.

Volunteers donated 4,891 hours of time directly to the NPS in FY 2012, with activities ranging from interpretation and museum assistance to maintenance and grounds-keeping. The value of these volunteer hours to the park is more than \$100,000.* Over the past five years, the park spent \$17,251 to support this volunteer program. In that same period, volunteer hours for the NPS increased by 47 percent. Continuing this trend in volunteer growth is a top priority of the park.

The value of volunteer hours to the park was more than
\$100,000
 in fiscal year 2012.



2012 Volunteer Hours, by Organization

- Heritage Site partners, 53,983 hours
- National Park Service, 4,891 hours
- Advisory Commission, 1,080 hours



Hanka Homestead Museum. Volunteers provide guided tours of the farm throughout the summer season.

Experience Works

Experience Works is a national organization that helps low-income seniors get training and jobs in their local communities. Not technically a volunteer program, Experience Works provides seniors a small stipend while in the program. Keweenaw NHP currently hosts two senior workers, who provide regular museum technician services and administrative assistance at park headquarters, at no cost to the park besides oversight.



*Volunteer value calculation based on 2011 rate of \$20.63 per hour for the state of Michigan, as published by Independent Sector (www.independentsector.org).

Visitation

Visitor Information

Measuring visitation at a partnership park like Keweenaw NHP is challenging. The Keweenaw Heritage Sites carry much of Keweenaw NHP's visitor load, yet each of the 19 Heritage Site partners measure and report visitation data differently and with varying levels of sophistication.

From 2011 to 2012, total estimated visitation at Keweenaw NHP, including both Heritage Sites and NPS-owned properties, jumped 19 percent, from 248,535 to 295,964. This spike is a result of the new Calumet Visitor Center and increased visitation to state park partners, as well as adjustments to visitor counting methodologies of non-profit partners. It is important to note that the aggregate visitation number does not capture unique visitors—one person who visits two sites, for example, would be counted twice.

The park anticipates increasing visitation at the Calumet Visitor Center as it becomes an established, well-known destination. By serving as a central visitor hub, increased visitation at the visitor center will encourage increased visitation at Heritage Sites, which are actively promoted by visitor center staff and displays.

Calumet Visitor Center

The Calumet Visitor Center opened its doors on October 27, 2011, exactly 19 years after the park's establishment. The visitor center is in Calumet's historic Union Building, a prominent structure built in 1889. Over the years the Union Building hosted more than 20 fraternal groups, while the ground floor served as commercial space for a bank, post office, printing company, beauty salon, and more.

Today, the Calumet Visitor Center tells the story of the community's history in a building where it unfolded. Visitors enter to a staffed information desk and large, interactive relief map of the area. From there visitors are free to explore a two-floor, state-of-the-art, interactive exhibit entitled "Risk and Resilience: Life in a Copper Mining Community." The exhibit portrays the area's social history and daily life through audio/visual programs and hundreds of original artifacts, photographs, and documents.



"The visitor center tells the story of a place and a people that changed the world... This is a very special place."

—Senator Carl Levin



Clockwise from top left: Calumet Visitor Center sign; children learning about rocks and minerals; the one-man drill transformed the Copper Country. This original drill is on display at the Calumet Visitor Center; Senator Carl Levin and Regional Director Mike Reynolds at Calumet Visitor Center ribbon-cutting ceremony.

Calumet Visitor Center

Acquisition, Renovation, and Design

The NPS purchased the Union Building in 1999 for \$112,000. Over the next 12 years, the park invested a total of \$10,800,000 to rehabilitate the structure and design and install the exhibits. The park worked diligently to draw funding from multiple sources, including the NPS Line-Item Construction Program, the NPS Recreation Fee account for service-wide projects, and the American Recovery and Reinvestment Act (ARRA), which funded more than half of the project.

Balancing visitor expectations with historical integrity was the primary design objective for the project. Exterior rehabilitation, which began in 2005, included replacing the roof, repairing the bricks and mortar, and restoring windows. Interior work started in 2007, when park staff also began planning and designing the exhibits. The project team responsible for the rehabilitation of the Union Building received the 2012 Michigan Governor’s Award for Historic Preservation, given annually by the State Historic Preservation Office to “recognize outstanding historic preservation achievements reflecting a commitment to the preservation of Michigan’s unique character and the many cultural resources that document Michigan’s past.”



The name “Union Building” symbolizes the association of two fraternal groups—the Free and Accepted Masons and the Independent Order of Odd Fellows—who together built and shared the hall.

Left: Union Building, 1910.
Right: Union Building today.



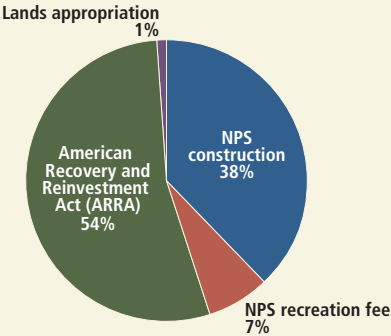
Operations

Keeping the visitor center open to the public as often as possible, given budget realities, is a top priority for the park. In FY 2012, the visitor center was open seven days per week from mid-May to October and four days per week in the winter. In FY 2013, the park strategically reduced visitor center hours to six days per week in the summer and three days per week during the winter.

Funding for the construction of the Calumet Visitor Center did not come with a base budget increase for ongoing operations. The main cost driver for visitor center operations is staff time. Utility costs do not appreciably reduce when the building is closed because the museum artifacts inside require a regulated climate. Additionally, snow plowing must be maintained due to fire codes.

The park has requested a budget increase to address these operational needs, but the outlook for budget increases is not positive. In the interim, staffing options include redirecting permanent staff time, leveraging volunteers to assist NPS staff, and continuing to apply for supplementary funding via the Youth Partnership Program and staff from the Student Conservation Association.

Visitor Center Project Costs, by Fund Source



The visitor center opened to much acclaim. One visitor noted, “I am so impressed with all of the work done and the quality put into the space. I have been to many parks and this is one of the nicest in terms of space and presentation.”

Staff observations indicate that, on average, visitors to the Calumet Visitor Center spend about one hour exploring the exhibits. This is significantly longer than the 10–15 minute average time spent in other NPS visitor centers.

Financial Snapshot

Financial Snapshot

Keweenaw NHP relies on a variety of fund sources to finance operations, projects, and programs.

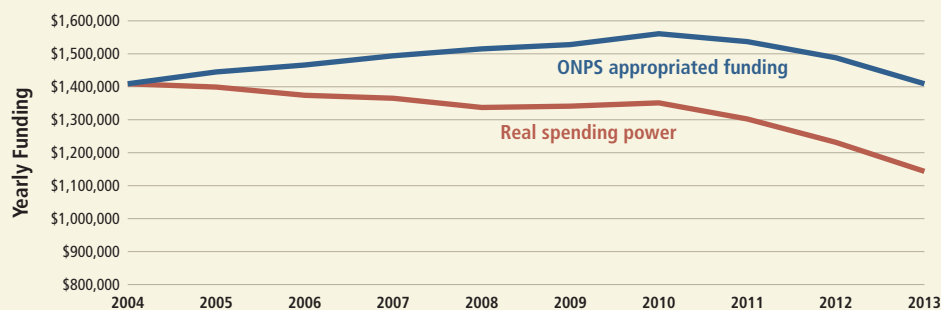
Appropriated Base Funding (Base)

The most reliable fund source for Keweenaw NHP is base funding appropriated by Congress in the Operation of the National Park Service (ONPS) appropriation. These funds cover the park's day-to-day operations. Keweenaw NHP's appropriated base budget was \$1,490,000 in FY 2012. In FY 2013, due to sequestration, the park's base dropped to \$1,410,000, the same as its FY 2004 base. This means the park has experienced zero nominal budget growth over the past ten-year period. However, in real terms, the park's FY 2013 base has only 81 percent of the purchasing power of its FY 2004 base.

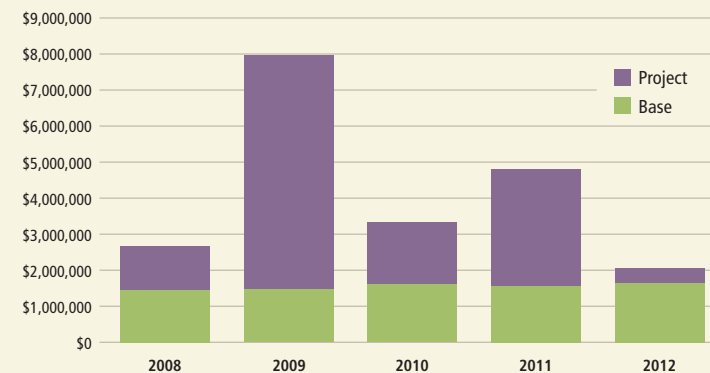
Each park is subject to regional base budget assessments. Of the \$1,490,000 appropriated to Keweenaw NHP in FY 2012, a small portion (1 percent) went to support services provided by the Midwest Regional Office, such as technical assistance, contracting services, project management oversight, and human resources services. Additionally, there are mandatory assessments for uniforms and other items.

The region also uses these assessments to provide parks with contingency funds to cover unexpected budget shortfalls. For example, Keweenaw NHP's final FY 2012 allocation after assessments was \$1,670,000, which included \$195,000 in contingency funds for the park's Advisory Commission and Calumet Visitor Center operations.

Base Budget History FY 2004–FY 2013



Park Expenditures by Fund Source



Project Funding (Project)

In addition to base funds, parks also have access to appropriated funds and fee allocations to undertake one-time projects. Some parks charge entrance and concession fees to support their projects and operations. Keweenaw NHP does not collect fees, but the NPS has a proceeds-sharing program in place for non-fee parks. Keweenaw NHP competes for appropriated funds and fee allocations, both of which are allocated based on NPS priorities and relative park needs. Project funding fluctuates from year to year, and cannot be used for daily operating expenditures. From FY 2008 to FY 2012, the majority of Keweenaw NHP's project money came from ARRA, the NPS Line-Item Construction Program, and the Repair/Rehabilitation account in the ONPS appropriation. Significant projects included construction of the Calumet Visitor Center, stabilization of the Quincy Smelting Works, window and shingle repairs on the Keweenaw History Center, and installation of NPS and Keweenaw Heritage Site partner signs. Project funding dropped significantly from FY 2011 to FY 2012 following the completion of the visitor center.

Revenue Funding (Revenue)

As noted above, Keweenaw NHP does not charge any fees. However, the park does bring in revenue via philanthropic donations and a small leasing program. The park spent \$31,000 from revenue sources in FY 2012.

Financial Snapshot (continued)

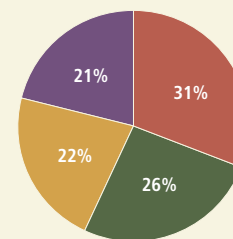
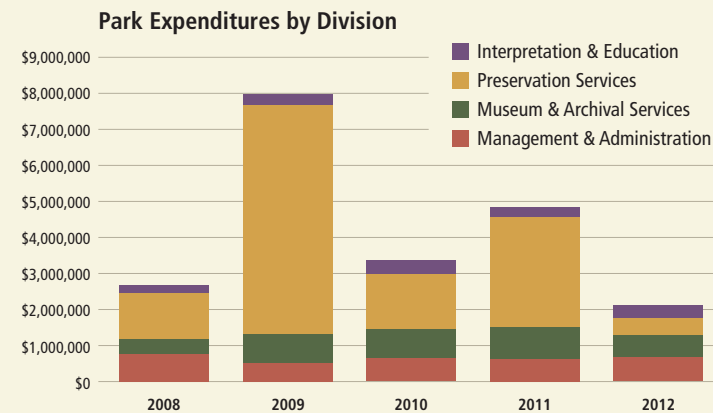


Union Building entrance, with St. Anne's bell tower visible in the background. Calumet's French Canadian Catholic immigrants built St. Anne's Church in 1900.

Park Expenditures by Division

The park's total expenditures by division illustrate the high proportion of program dollars captured by the Preservation Services division. Most notable are large increases in FY 2009 and FY 2011 for construction of the Calumet Visitor Center.

The FY 2012 base expenditures by division reflect each division's annual operating expenditures. Most of these funds are committed to personnel costs.



FY 2012 Base Expenditures by Division

- Management & Administration, \$464,329*
- Museum & Archival Services, \$396,025
- Preservation Services, \$332,205
- Interpretation & Education, \$322,811

*Excludes \$150,000 in grants to partners, so as not to overstate the Management and Administration division's normal share of operating expenses.

Personnel

Personnel

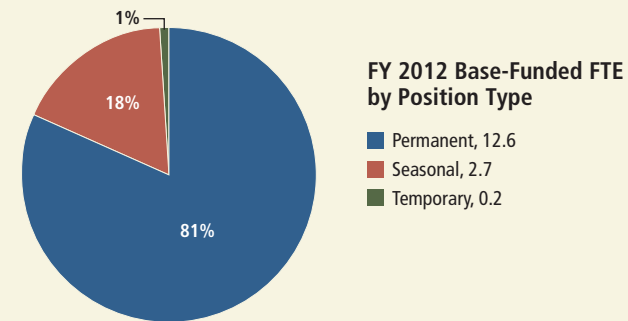
In FY 2012, the park managed approximately 21 full-time equivalent employees (FTE)², down from 22 in FY 2011. Park FTE are funded from multiple fund sources. In FY 2012, 15.5 of the park's FTE were base-funded, and the park funded the remaining five with project dollars. In FY 2013, the park's base-funded FTE dropped to 15.

Park FTE include multiple position types, some of which provide the park more financial flexibility than others.

- **Permanent positions** include both full and part-time permanent employees. Permanent positions are the least financially flexible positions at the park.
- **Temporary positions** include term-limited employees that serve the park for one to four years.
- **Seasonal positions** are the most flexible for the park; their employment lasts for less than 1,040 hours and can be terminated at any time. Student interns are also included in the seasonal category.

Since all seasonal and some temporary employees only work a portion of six months or 1,040 hours, one FTE equates to several seasonal or temporary employees. The actual number of employees working in the park during the summer busy season can reach 34 at peak. In the slow winter season, the number of employees drops to 15.

² A full-time equivalent employee equals 2,080 work hours. This means two part-time employees who work 1,040 hours together equal one FTE, as does one full-time employee who works 2,080 hours. A park's total FTE is calculated by dividing the total number of hours worked in the park in a fiscal year by 2,080 hours.



John Rosemury, Historical Architect, is featured with members of the Teacher Restoration Corps at Fort Wilkins Historic State Park in 2011.

Technical Assistance

Keweenaw NHP's technical assistance responsibilities require a uniquely professional park staff, including experts in historical architecture, landscape architecture, history, museum curation, archival preservation, and partnership management. These positions are highly-graded in the Federal Government. The average grade for an employee at Keweenaw NHP in FY 2012 was 10.4, compared to the NPS average of 9.4.

Personnel (continued)

The park and its staff are organized into four main divisions:

- Management & Administration
- Interpretation & Education
- Museum & Archival Services
- Preservation Services

Preservation Services has the most FTE, followed by Interpretation & Education; both divisions use a mix of permanent and seasonal staff. In FY 2013, the Management & Administration division shared five positions with Isle Royale NP. The roles and responsibilities of each of these major divisions are outlined in the Division Overviews section.

Base-Funded FTE by Division					
	2008	2009	2010	2011	2012
Interpretation & Education	2.9	3.9	4.0	3.3	4.5
Preservation Services	4.6	4.4	4.1	4.0	4.5
Museum & Archival Services	3.4	3.4	2.7	3.4	2.8
Management & Administration	4.7	2.9	4.0	3.6	3.7
Total	15.6	14.6	14.8	14.3	15.5



Constructed of brick, mine waste rock, and granite field stone, the former General Office Building for the Calumet & Hecla Mining Company now serves as the headquarters for Keweenaw National Historical Park.

Operational Priorities

In the summer of 2013, the management team at Keweenaw NHP and representatives of the Advisory Commission identified and reached consensus on the park's priorities for the next three to five years. These operational priorities are each supported by specific goals, the most important of

which—as identified by the NPS and Advisory Commission—are in **bold**. The park has already made substantial progress toward these goals, and the management team has identified specific actions and strategies to continue guiding the park forward.



Priority 1: Enhance visitor experience in the two park units and across the Keweenaw Heritage Sites

Goals:

- **Identify and maintain optimal hours and staffing levels for the Calumet Visitor Center.**
- **Improve the efficiency and effectiveness of interpretive technical assistance.**
- **Increase the diversity of visitor experiences available in the Quincy and Calumet units.**
- Provide a unified park experience through cohesive interpretation across the entire park.
- Address accessibility issues in park-owned buildings.

Sample Accomplishments:

- Opened the Calumet Visitor Center in October 2011.
- Created the Keweenaw Heritage Site network, which introduced consistent signage and branding, regular information-sharing meetings, and a more cohesive visitor experience across the park's Heritage Sites.
- Tested a new, more efficient model for technical assistance by hosting an "Exhibit Support Group", which provided centralized, topical technical assistance aimed at increasing the quality of Heritage Site exhibits.
- Launched the Fourth Thursday in History speaker series, which brings current research to the public.
- Installed an accessible platform at the Quincy Mine & Hoist's cog-wheel tram.

Progress Rating:



Moving Forward:

- Install an infrared visitor counter and begin collecting data to inform the design of an efficient visitor center schedule.
- Build on the success of the "Exhibit Support Group" with additional centralized, high-priority technical assistance offerings.
- Recruit, train, and develop effective year-round volunteers willing and able to assist park staff with visitor center operations.
- Resume walking tours in both park units, evening ranger programs, and the visitor center history tour.
- Ensure all project funding requests, both current and future, align with park goals for visitor experience in the two units.
- Secure funding for an accessibility assessment to begin planning how best to address accessibility issues at NPS-owned properties.



Priority 2: Preserve and protect the most at-risk and significant cultural resources for future generations

Goals:

- **Identify the most at-risk and significant cultural resources within NPS and Keweenaw Heritage Site boundaries, and develop a prioritized preservation strategy for those resources.**
- **Improve the efficiency and effectiveness of preservation, museum, and archival technical assistance.**
- **Increase support for the Advisory Commission's work with partners outside park boundaries.**
- Identify and promote alternative funding sources for historic preservation.
- Develop a strategy for future acquisition of key assets.

Sample Accomplishments:

- Invested a total of \$8,068,492 toward historic preservation and interpretation in 2011. More than \$2,000,000 of this investment came from non-federal, private sources.
- Implemented a technical assistance review process that assesses competing requests against numerous criteria and focuses technical assistance efforts toward formal partners and resources within park boundaries.
- Developed Historic Structure Reports (HSR) to address the management and continued preservation of park-owned buildings.
- Developed Cultural Landscape Reports (CLR) for both units to guide the management and treatment of cultural landscapes.
- Managed care for more than 2,000,000 museum objects, artifacts, and archives.

- Completed a plan for the Lake Superior Collections Management Center, which would consolidate museum collections of area national parks at Keweenaw NHP.
- Assisted Franklin Township and the Environmental Protection Agency (EPA) in stabilization of the Quincy Smelting Works.

Progress Rating:






Moving Forward:

- Use the Advisory Commission's nearly-completed area Preservation Plan to begin identifying the most significant resources within NPS boundaries and at partner sites.
- With the cooperation and funding support of participating parks, implement the initial phase of the Lake Superior Collections Management Center to better protect museum collections.
- Continue to use and refine the technical assistance approval process to better target technical assistance efforts. Provide additional guidance for this process through partner-identified priority needs.
- Host preservation and interpretation workshops using the successful "Exhibit Support Group" model for efficient and effective technical assistance.
- Implement an annual visit cycle for all Keweenaw Heritage Site partners where a team of NPS professionals works collaboratively with each partner to discuss critical preservation and interpretation needs.
- With the Advisory Commission, pursue acquisition of the Quincy Smelting Works site, and begin planning for its preservation and interpretation.



Quincy Mine No. 2 Shaft Hoist House.

Performance Progress Key:

-  **Excellent**
 **Good/moderate**
 **Still accelerating**




Priority 3: Improve awareness, understanding, and support of the park

Goals:

- **Promote and market Keweenaw NHP to new audiences.**
- **Increase youth stewardship and engagement.**
- Advise local communities and governments on development and land use planning and policy.
- Improve the park's understanding of local communities.
- Better communicate the park's impact in the community.

Sample Accomplishments:

- Provided technical assistance to the Calumet Historic District Commission and assisted in the development of the Village of Calumet Civic and Commercial Historic District Design Guidelines.
- Secured \$28,000 in project funding to develop podcasts and multimedia presentations aimed to appeal to a new audience and provide additional interpretive opportunities.
- Engaged students in history and historic preservation through the Junior Ranger program, Project SISU, the Great Explorations Program, and the Youth Conservation Corps (YCC).
- Brought more than 400 students to the Calumet Theatre for the annual High School Local History Smackdown, a trivia competition.
- Installed a comprehensive and cohesive signage program to direct visitors to NPS and Keweenaw Heritage Site facilities and attractions.

Progress Rating: 

Moving Forward:

- Improve park visibility and identity by securing project funding for large, traditional NPS park entrance signs.
- Host annual naturalization ceremonies at the Calumet Visitor Center to commemorate the park's anniversary and introduce non-traditional audiences to the park.
- Develop podcasts and multimedia presentations.
- Improve website content, including developing a virtual park tour as called for in the Long-Range Interpretation Plan.
- Pursue and acquire grant funding to continue Project SISU.
- Implement a Youth Advisory Board to support the expansion of formal youth programs.
- Work with partners to develop a cohesive marketing plan to increase visitation at NPS and partner sites.



Priority 4: Improve organizational efficiency

Goals:

- Identify opportunities for cost savings.
- Increase revenue to the park to support park efforts.
- Foster workforce efficiency, diversity, and enthusiasm.

Sample Accomplishments:

- Launched a Philanthropic Strategy Team to improve the park's philanthropic efforts.
- Realized significant cost savings by eliminating a vacated position and dividing responsibilities among existing staff.
- Leveraged creative funding and staffing sources including the Youth Partnership Program (YPP), AmeriCorps, the Student Conservation Association (SCA), and Experience Works.
- Shared costs of administrative staff with Isle Royale National Park.

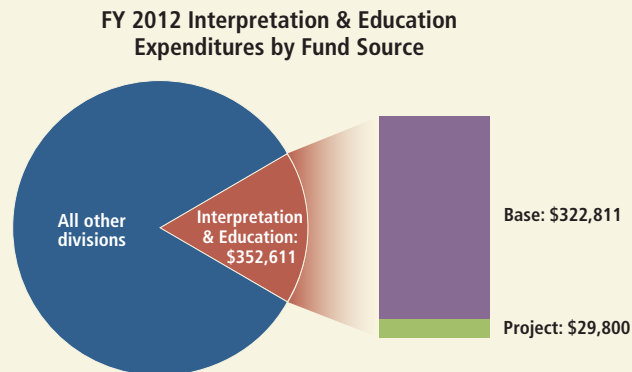
Progress Rating: 

Moving Forward:

- Continue to identify and use creative staffing options and project funding sources for seasonal and temporary employees.
- Foster relationships to support the park's philanthropic efforts, and work with the National Parks of Lake Superior Foundation to build the capacity of park philanthropic efforts.
- Work with the Isle Royale & Keweenaw Parks Association to fast-track the installation of a donations box in the Calumet Visitor Center.
- Achieve savings by transitioning custodial, snow removal, and lawn care contracts to a small, in-house operation.
- Create staff development opportunities by sharing permanent staff, and their associated salary costs, with area parks via short-term details.
- Identify and pursue additional staffing efficiencies with Isle Royale NP.

Interpretation & Education

Division at a Glance

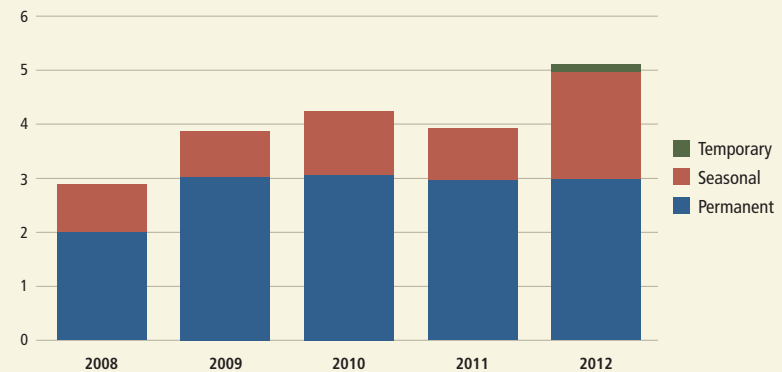


The Interpretation & Education division (I&E) presents the Keweenaw Peninsula's copper mining story to the public. I&E engages park visitors in multiple ways, including through the Calumet Visitor Center, the park's website and social media, and education outreach programs with local schools. The division's interpretive efforts weave together the regional geology and geography, industrial mining history, labor struggles, and social and immigrant stories to demonstrate why the peninsula's legacy is a national resource.

The park and its Keweenaw Heritage Site partners interpret more than 30 buildings and sites visited by the public. Chief among them is the park's new Calumet Visitor Center. I&E rangers and volunteers staff the visitor center, provide tours, direct visitors to Keweenaw Heritage Sites, and interpret the exhibits and displays. I&E also operates an information desk at the Quincy Mine & Hoist's facility, providing a NPS presence in the park's Quincy Unit.

The I&E division has two full-time staff—the chief of interpretation and an interpretive specialist—and multiple seasonal rangers and volunteers who help meet the staffing needs of the Calumet Visitor Center and Quincy Information Desk throughout the summer season.

Interpretation & Education FTE Summary—All Fund Sources



Above: A ranger tour outside the Union Building, with St. Anne's Church visible in the background.
Left: Junior Ranger Badge.

Interpretation & Education (continued)

Highlights and Challenges

The I&E division provides Keweenaw Heritage Sites with technical assistance to enhance the interpretive experience throughout the greater park area. To improve efficiency in the delivery of technical assistance services, I&E is moving toward hosting topic-specific interpretive workshops to address common partner needs, rather than one-on-one assistance. I&E launched this workshop format in 2013 and both partners and park staff consider it very successful.

Staffing the Calumet Visitor Center while maintaining interpretive and education programming is the division's immediate concern. Looking forward, the I&E division plans to implement a recurring education program. Its vision is to develop children's interest in the park and local history, and, through them, engage their parents and other adults. With support from the Advisory Commission and the National Park Foundation, I&E works with partners such as the Copper Country Intermediate School District and local schools, to develop and implement age-appropriate programming for area students. Current programs include an annual local history quiz bowl (now in its eleventh year), a Junior Ranger program, teacher workshops, and Project SISU (see sidebar).

Strategic Next Steps

- Install infrared visitor counters to assess visitation trends at the Calumet Visitor Center and Quincy Information Desk. Use data to identify optimal schedules (FY 2014).
- Pursue and acquire grant funding to continue Project SISU (FY 2014).
- Resume walking tours of both units, evening ranger programs, and the Calumet Visitor Center history tour (FY 2015).
- Improve website content and digital offerings, including a virtual park tour, podcasts, and multimedia presentations (FY 2015).

Project SISU

Sisu is the term Finnish immigrants used to describe the grit and resolution needed to endure hard winters and backbreaking mine labor.

Funded through a grant from the National Park Foundation, Project SISU is an outreach program in partnership with Washington Middle School, BHK (Baraga Houghton Keweenaw) Child Development, and the Advisory Commission to connect students to their local history and its tradition of resilience. Students visit historical sites and volunteer at local festivals and events. At the conclusion of Project SISU, students create an activity map to direct local and visiting youth to interesting and fun places throughout the Keweenaw Peninsula.

In 2013, Project SISU was awarded a National Park Foundation America's Best Idea Grant to provide an innovative way for kids to connect with National Parks.

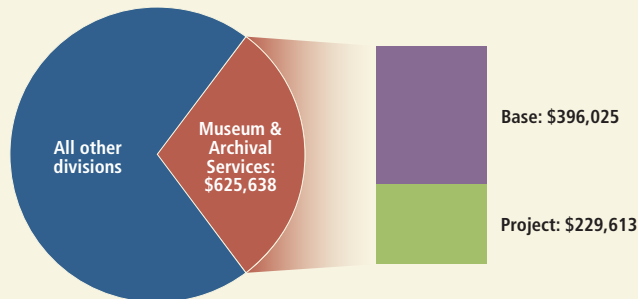
The program's goal is to kindle kids' enthusiasm for history and the park. By invoking *sisu*, the project hopes to instill students with the same pride, grit, and determination that characterized their ancestors.



Museum & Archival Services

Division at a Glance

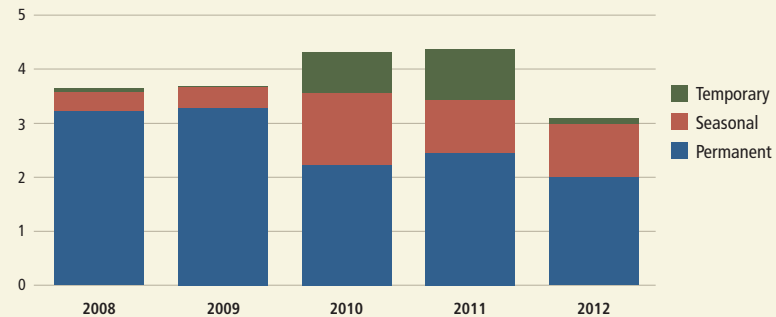
FY 2012 Museum & Archival Services
Expenditures by Fund Source



The Museum & Archival Services division (MAS) is responsible for the protection and preservation of museum objects and archival collections that enhance understanding of the area's copper story. The park's museum collection contains natural and cultural artifacts, including geologic samples, immigration documents, stock records, antique office furniture and technical equipment, and the last copper ingots cast in the Quincy Smelting Works. Beyond its preservation duties, the division also supports the park's interpretive and educational exhibits and programs, provides reference services for individuals researching the area's copper story, and informs park management decisions.

The museum collection at Keweenaw NHP was established in 1999 with the acquisition of the Foster Collection, a large and at-risk collection of material related to the Calumet & Hecla Mining Company. Today, the Keweenaw NHP collection is the largest in the NPS Midwest Region, and includes 1,051 archeological artifacts, 11,351 historical artifacts, and more than two million archival documents, records, images, manuscripts, and recordings.

Museum & Archival Services FTE Summary—All Fund Sources



Key Points

- MAS launched an extensive oral history project in 2000 and to date has recorded more than 180 interviews.
- Keweenaw NHP's archives program is one of three professionally-operated programs in the local area, along with the Michigan Technological University (MTU) Archives and Copper Country Historical Collections, and the Finnish American Heritage Center Archive and Museum at Finlandia University. Keweenaw NHP's collection complements those at MTU and Finlandia. The park's policy is to take into account the strengths, weaknesses, and mission of each institution when considering additions to its own collection.
- In FY 2012, Keweenaw NHP's museum collection met 90 percent of NPS baseline museum standards, far exceeding the service-wide performance benchmark of 74 percent.
- In 2012, MAS managed 192 reference requests from within the park and from outside scholars, visitors, and locals conducting research.

Museum & Archival Services (continued)

Highlights and Challenges

The visitor center's "Risk and Resilience: Life in a Copper Mining Community" exhibit displays more than 300 artifacts. Artifacts from the park's collection informed the exhibit design and served as illustrations for its audio-visual programs. For example, exhibit designers relied heavily on artifacts reflecting the history of Calumet, as well as hundreds of historic images, films, sound recordings, and manuscripts.

Despite being at its lowest staffing level in recent history, MAS's goal is to reduce its catalog backlog by 2.5 percent every year. The division has two permanent employees (a curator and archivist), one seasonal museum technician, and a number of regular volunteers. At the end of FY 2012, the backlog stood at 75.4 percent of the collection.

Like other Keweenaw NHP divisions, MAS provides technical assistance to the park's partners, including site visits, trainings and workshops, grant-writing assistance, and loans of museum equipment. Keweenaw NHP's museum assistance has also included accepting and caring for partners' collections, and space is currently provided to the Calumet Theatre, a Keweenaw Heritage Site, for work and storage space.

Strategic Next Steps

- Continue ongoing collections care, including housekeeping, pest management, and environmental monitoring (FY 2014–FY 2018).
- Reduce museum collection cataloging backlog (FY 2014–FY 2018).
- Increase access to museum collections through reference visits, exhibits, and a web presence (FY 2014).
- Host targeted museum- and archival-focused technical assistance workshops for partners (FY 2014).
- Implement initial phase of the multi-park Lake Superior Collections Management Center. Continue planning for future phases (FY 2015).

Lake Superior Collections Management Center

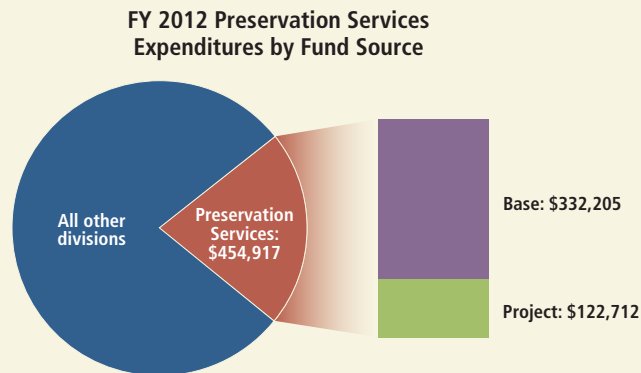
Keweenaw NHP requested funds to rehabilitate and operate a proposed four-park museum storage and curatorial facility, called the Lake Superior Collections Management Center. The facility, which would be located in a historic warehouse inside Keweenaw NHP, would serve Isle Royale NP, Pictured Rocks National Lakeshore, and Apostle Islands National Lakeshore, as well as Keweenaw NHP. The consolidated storage and staffing would allow these collections to be stored and conserved to NPS standards, while eliminating the requirement for professional curatorial staff and environmentally-controlled storage facilities at each park. The Center would allow each park to substantially improve its ability to meet Museum Collection Standards and protect more than 600,000 museum objects. The current budget environment has slowed progress on the project, though not reduced its need or importance.



Since 2002, the historic C&H Mining Company Public Library has served as the Keweenaw History Center. Home to the park's museum and archival collections and the park library, the Keweenaw History Center is not an exhibit museum, but is open by appointment to the public for research.

Preservation Services

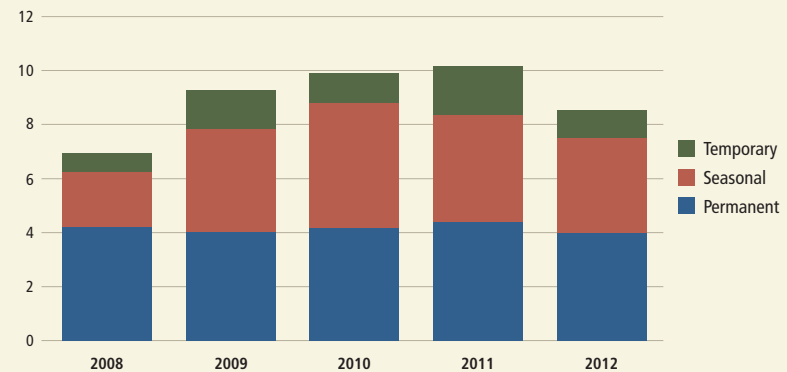
Division at a Glance



The Preservation Services division has two main responsibilities: preserve and maintain NPS-owned structures and landscapes, and provide technical assistance to partners to help preserve significant resources across the Keweenaw Peninsula. Preservation technical assistance includes condition assessments, technical design services, treatment recommendations, research, planning, grant assistance, and tax credit assistance, as well as helping develop local historic districts and design guidelines.

Permanent full-time positions in the Preservation Services division include a historical architect, landscape architect, and maintenance professional. The team is supported by a cadre of project-funded seasonal maintenance staff who perform services for park-owned resources and at partner sites.

Preservation Services FTE Summary—All Fund Sources



Today, the C&H Drill House (ca. 1885) is home to the Copper Country Curling Club. This renovation and preservation success story resulted from the combined efforts of the Copper Country Curling Club, Calumet Township, and Keweenaw NHP.

Preservation Services professionals must choose an appropriate treatment for threatened resources:

Stabilization: Preventing a property's destruction through security, pest, and moisture control.

Preservation: Retaining a property's existing form, features, detailing, and materials, allowing for only limited upgrades.

Restoration: Bringing the property back to the form and character of a particular period of time.

Reconstruction: Requires new construction of the form, features, and details of a non-surviving site, landscape, building, structure or object.

Rehabilitation: Preserves the features of the property which convey historical, cultural, or architectural values, but allows for a compatible, new use.



Highlights and Challenges

Most of the land in Keweenaw NHP is privately owned. Development, vandalism, neglect, inappropriate uses, and landscape fragmentation threaten the integrity of privately-owned historic structures and landscapes. Local governments, through historic and land use ordinances, can guide the development and use of historic properties. The Preservation Services division works with area governments to advocate that historic resources are cared for and developed in appropriate ways.

Recent successes and activities of the division include:

- Stabilizing the Coppertown Mining Museum roof
- Stabilizing the C&H Mining Company Dry House roof
- Developing Cultural Landscape Reports for each of the park's two units
- Leading the rehabilitation of the Union Building as the park's visitor center
- Advising the Village of Calumet's Historic District Commission
- Implementing emergency stabilization efforts at the Quincy Smelting Works
- Providing ongoing technical assistance to Keweenaw Heritage Sites and other community groups

Like other divisions at Keweenaw NHP, Preservation Services faces the continual challenge of balancing its efforts and resources between NPS-owned assets and partner assets.

Strategic Next Steps

- Absorb facility manager's duties involving reporting and interface with mandatory NPS databases (FY 2014)
- Explore development of a scope of work for a comprehensive, park-wide accessibility assessment (FY 2015)
- Implement a phased visit cycle for Keweenaw Heritage Site partners to identify critical preservation needs (FY 2016)



Roof, window, and door treatments help stabilize these Quincy housing units and prevent further deterioration.

Youth Conservation Corps

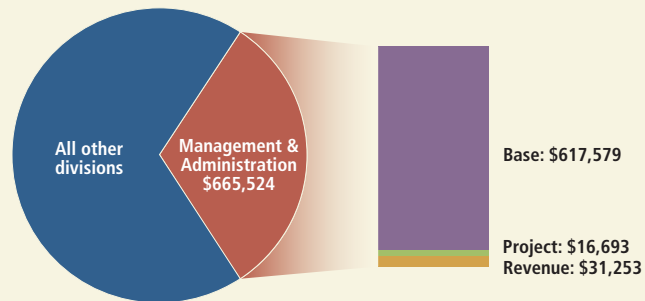
The Youth Conservation Corps (YCC) is a nationwide NPS program that provides conservation and cultural heritage experiences to high school students through a formal summer employment program. Keweenaw NHP has participated in the YCC program since 2002, and in FY 2013 employed six students between the ages of 15 and 18. The students worked with Keweenaw NHP professionals on various facility management and preservation projects, including vegetation removal, trail maintenance, painting, and museum collections.



Management & Administration

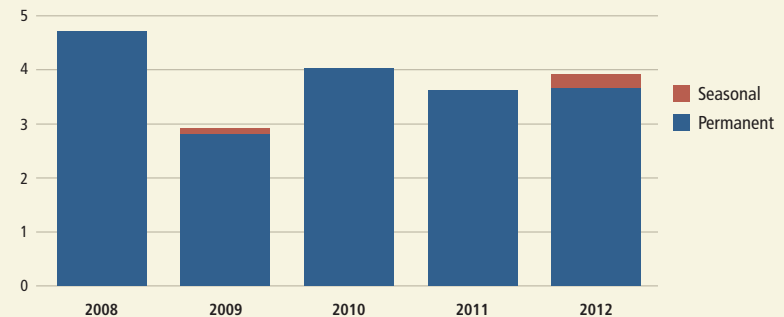
Division at a Glance

FY 2012 Management & Administration
Expenditures by Fund Source



The Management & Administration division includes the park superintendent, management assistant, historian, and administrative support, as well as an administrative officer, budget analyst, and additional administrative support staff shared with Isle Royale NP. The park management team—comprised of the superintendent, administrative officer, management assistant, historian, and division chiefs—sets strategic direction, plans and coordinates park operations, and manages the park's numerous partnerships and external relations, including with the Advisory Commission. The administration function of the division is responsible for park budgeting and finance, human resources, procurement, and information technology (IT).

Management & Administration FTE Summary—All Fund Sources



Strategic Next Steps

- **Foster relationships** with potential donors to support the park's philanthropic efforts (FY 2014).
- With National Parks of Lake Superior Foundation, **build capacity and engagement** for increased philanthropic support (FY 2014).
- Continue employing a **strategic approach to staffing**, including using project funding sources for seasonal employees, sharing staff with area parks, and evaluating whether to lapse or eliminate positions when vacancies occur (FY 2014–FY 2018).
- Develop a **cohesive marketing plan** in conjunction with park partners (FY 2015).



Highlights and Challenges

The Management & Administration division determines how the park can best use its appropriated resources. Given this constrained budgetary environment, determining the optimal balance between preservation and interpretation activities, for example, remains a challenge.

Most administrative functions of Keweenaw NHP are shared with Isle Royale NP, whose headquarters is 13 miles away. This allows both parks to realize management efficiencies, but sometimes comes at a cost. For example, when the shared IT specialist is stationed on Isle Royale during the summer, rather than at the park's mainland headquarters, IT issues at Keweenaw NHP go unaddressed. However, both parks view the introduction of shared budgetary and contracting positions as a success.

A central challenge of the Management & Administration division is deciding how much time to invest in managing the internal, day-to-day operations of the park, versus managing numerous partnerships and external relationships. Much of the work of the superintendent and management assistant is already focused externally, yet there is a desire from both partners and Keweenaw NHP staff that even more leadership time be devoted to the wider community.



Donor reception.



The stately Quincy Mine Office (1896) is owned and operated by the National Park Service.

Potential Appropriated Base Budget Scenarios

Potential Appropriated Base Budget Scenarios

The following graph shows Keweenaw NHP's actual appropriated base allocation from FY 2008 to FY 2013, actual expenditures from FY 2008 through FY 2012, and projections for allocations and expenditures through FY 2018. The three base allocation projections—Pre-Sequester, Flat, and 3.2 Percent Reduction—do not represent future Congressional action, but are designed to help the park plan for various potential funding scenarios. Each budget scenario is projected against the current operating costs of the park, broken out by personnel and non-personnel expenditures.

1. Pre-sequester Allocation

The park's FY 2014 base budget allocation is restored to pre-sequester FY 2012 funding levels, and remains flat through FY 2018.

2. Flat Allocation

The park maintains base budget allocations at the FY 2013 level through FY 2018.

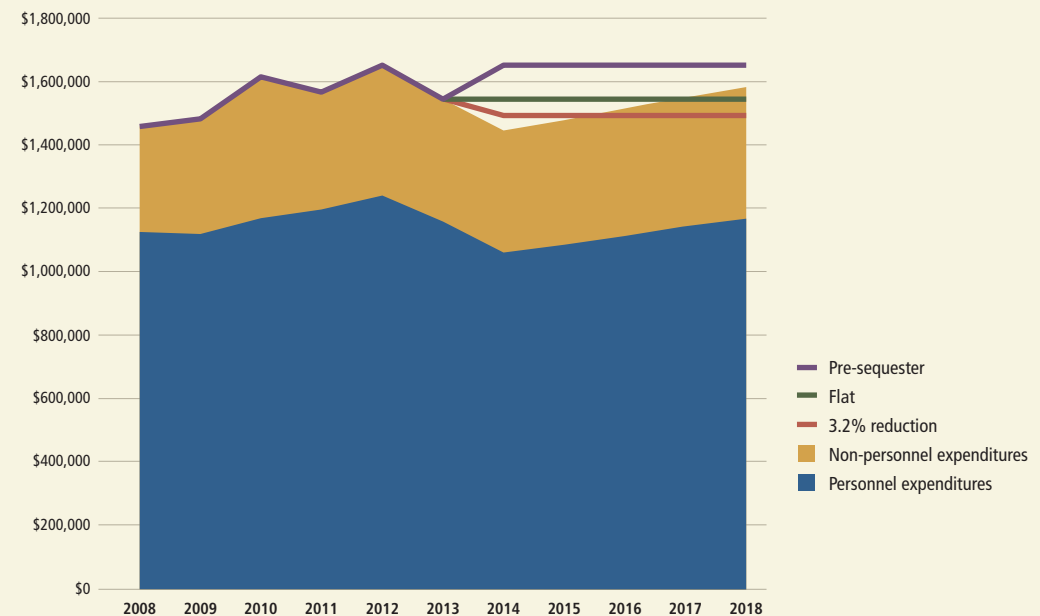
3. Reduction Allocation (3.2 Percent)

The park's base allocation takes an additional 3.2 percent reduction in FY 2014, and remains flat until FY 2018. This scenario represents the FY 2014 funding cap for non-defense discretionary accounts set in the Budget Control Act—a plausible scenario if Congress fails to pass appropriation bills in FY 2014.

Under each scenario, rising operating costs—personnel costs due to mandatory pay increases and performance-based step increases, and non-personnel costs due to inflation—steadily erode the park's budgetary flexibility moving forward.

Keweenaw NHP has proactively managed its operating expenses in anticipation of reduced budget allocation scenarios. To restrain the growth of personnel costs, the park opted not to fill vacated staff positions, entered into additional shared staff agreements with neighboring Isle Royale NP, and reduced Calumet Visitor Center hours. To restrain growth of non-personnel costs, the park reduced utility expenditures, travel, maintenance contracts, supply and equipment costs, and suspended the Keweenaw Heritage Grants program. These cost-saving decisions explain the drop in operating expenses from FY 2012 to FY 2014. Unfortunately, these adjustments impact the level of service the park is able to provide to park partners and visitors.

Base Budget Forecasts



Looking forward, under the 3.2 Percent Reduction scenario, the park approaches an operating deficit in FY 2016, indicating the need for additional revenues and cost savings, and pointing toward further reductions in service. Alternatively, under the Flat scenario, the park has enough funding flexibility to pursue the priorities and goals identified in this business plan. The Pre-sequester scenario is an unlikely outcome given the current budget environment. Nonetheless, through the business planning process, the park has clear goals and actions in place should additional resources become available.

The following table lays out a more detailed view of the projected budget scenarios and operating expenditures found in the graph above. It is important to note that this section focused strictly on base budget, which funds the park's daily operations. Project funds are excluded from these projections because they are subject to approval for project-specific activities and fluctuate dramatically from year to year. Revenue is excluded because it is a marginal fund source at Keweenaw NHP.

Potential Appropriated Base Budget Scenarios (continued)

Keweenaw National Historical Park—Base Budget Projections

Projected Finances FY 2011–FY 2018

	FY 2012 ¹	FY 2013 ²	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018
Appropriated Base: Flat Allocation	\$1,668,619	\$1,559,020	\$1,559,020	\$1,559,020	\$1,559,020	\$1,559,020	\$1,559,020
Projected Personnel Expenditures³							
Labor Expenditures							
Management & Administration	\$426,825	\$435,255	\$447,490	\$457,387	\$468,823	\$479,837	\$490,908
Interpretation & Education	\$280,909	\$219,162	\$188,871	\$194,729	\$197,524	\$205,286	\$210,330
Preservation Services	\$352,253	\$333,955	\$247,588	\$250,959	\$259,104	\$263,233	\$267,966
Museum & Archival Services	\$197,589	\$190,586	\$194,024	\$199,512	\$204,781	\$210,478	\$214,995
Total Personnel Expenditures	\$1,257,576	\$1,178,959	\$1,077,973	\$1,102,588	\$1,130,233	\$1,158,835	\$1,184,198
Projected Non-personnel Expenditures⁴	\$411,043	\$380,061	\$383,000	\$390,660	\$398,473	\$406,443	\$414,572
Total Expenditures	\$1,668,619	\$1,559,020	\$1,460,973	\$1,493,248	\$1,528,706	\$1,565,278	\$1,598,770
Projected Surplus/(Deficit)							
Flat Allocation	--	--	\$98,047	\$65,772	\$30,314	(\$6,258)	(\$39,750)
3.2% Reduction Allocation	--	--	\$48,158	\$15,883	(\$19,575)	(\$56,146)	(\$89,639)
Pre-sequester Allocation	--	--	\$207,646	\$175,371	\$139,913	\$103,341	\$69,849

1. Represents FY 2012 actual allocation and actual expenditures.

2. Represents FY 2013 actual allocation and projected expenditures, including actual cost reduction measures taken by the park.

3. Personnel expenditure projections were produced by the Keweenaw NHP Budget Cost Projection report.

These costs include mandatory 1% salary increases, as well as performance-based step increases.

4. Non-personnel expenditure projections from FY 2014–FY 2018 are based on an FY 2008–FY 2012 five-year average with 2% inflator.

Cost Reduction Strategies

Keweenaw NHP is committed to streamlining operations, reducing costs, and seeking out alternative revenue-generating strategies, regardless of future budget scenarios. However, it is important to differentiate between operational improvements that support cost savings spread out over several years and the shock of an abrupt base budget decrease.

Any significant budget reduction or further loss of spending power will require the park to make difficult decisions related to staffing, visitor services, and technical assistance. These decisions will be prioritized in a way that minimizes potential impacts on park resources, visitor experience, and the operations of park partners.

Strategies for Reducing Costs

Introduce a Strategic Approach to Staffing

In FY 2012, the park spent 75 percent of its base budget allocation on staff. This percentage will increase in FY 2013 since most of the park's cost-cutting measures were in non-personnel areas. The dynamic of flat or decreasing budgets and steadily inflating personnel costs all but ensures that this percentage will continue to increase, eventually eroding the training, contract, supply, equipment, and grant funds that make park programs possible.

The park has already taken measures to control permanent staff costs:

- ⊖ After the retirement of its Facility Manager, the park decided to eliminate the position and divide responsibilities among existing professional staff.
- ⊖ Five administrative positions in the park and their associated salary costs are shared with Isle Royale NP.

Additionally, the park often uses project funding sources for seasonal staff that complement the permanent workforce:

- ⊖ The park has recently used funding and/or staff from the Youth Partnership Project (YPP), Student Conservation Association (SCA), Experience Works, and AmeriCorps to support its activities.
- ⊖ An active volunteer program supports Calumet Visitor Center operations and the Museum & Archival Services division.

Moving forward, the park's strategic approach to staffing will include:

- ⊖ Critically evaluating whether to eliminate or strategically lapse positions as retirements and vacancies occur, with the attendant determination of how to accomplish critical work through other positions.

- ⊖ Exploring opportunities, beyond administration, to share staff time and costs with Isle Royale NP and other nearby park units. An immediate opportunity is to jointly fund a northern Midwest region "circuit rider" safety officer, rather than employing safety officers at multiple parks.
- ⊖ Detailing its highly professional and specialized staff to area parks. Keweenaw NHP's staff are in demand and the park will offer short-term details to other parks as operations allow and when salary costs are covered.
- ⊖ Increasing the scope of the park's volunteer program to support appropriate administrative functions in each division and the operation of the visitor center.
- ⊖ Placing graduate students in for-credit internships, requiring the park only to pay for short-term housing for the interns.

Eliminate High-Cost Contracts

- ⊖ Custodial and snow removal contracts cost around \$40,000 per year. The park could realize \$7,000 to \$10,000 in cost savings per year by eliminating these contracts and using seasonal laborers and existing equipment to perform the duties. Under this arrangement the park would retain financial flexibility, while providing greater operational flexibility to address other critical maintenance functions.

End Maintenance Shop Lease

- ⊖ The park currently spends \$9,600 per year on a maintenance shop lease. By moving the equipment currently located in the shop to a park-owned warehouse, the park could eliminate the lease. Net the up-front costs of moving the equipment and preparing the warehouse, the park could save an estimated \$35,000 to \$40,000 over the next five years by eliminating the lease.



The Quincy Smelter in its heyday, circa 1910. The No. 2 Shaft-Rock House and Hoist House are visible in the upper left.

Revenue Generation Strategies

Strategies for Revenue Generation

Launch Philanthropic Campaign:

- ⊕ The park's copper mining story and the area's mining industry provide unique opportunities for corporate and individual philanthropy. The NPS, the Keweenaw NHP Advisory Commission, and the National Parks of Lake Superior Foundation (NPLSF) are working together to launch formal philanthropic campaigns to support park operations and priority capital investments. Initial steps include:

- Increasing capacity of NPLSF for philanthropic efforts.
- Considering the creation of a friends group to support Keweenaw NHP.

Create Donation Opportunities for Visitors:

- ⊕ There is currently no donation collection mechanism in the Calumet Visitor Center. The park will work with its cooperating association, Isle Royale & Keweenaw Parks Association (IRKPA) to fast-track the installation of a donation box in the visitor center.

Explore Short-term Leasing:

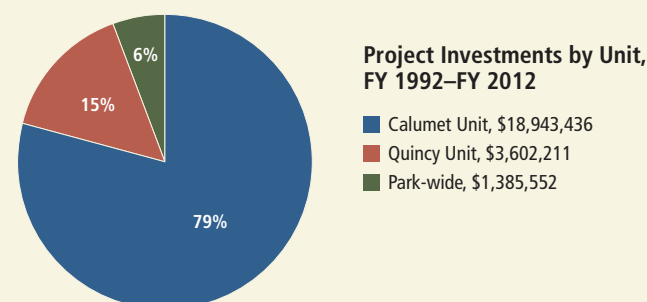
- ⊕ The third floor of the Calumet Visitor Center contains a large, ornate room that could serve as convention, conference, or event space. A kitchen is also located on the third floor. The park will explore the feasibility of leasing this space.

Priority Capital Investments

Since the founding of the park, nearly 80 percent of project dollars have gone to the Calumet Unit, leaving a significant gap in preservation and visitor experience investment between the Calumet and Quincy units. Keweenaw NHP staff, the Advisory Commission, Heritage Site partners, and members of the community identified the following preservation and visitor experience investments in the Quincy Unit as top capital priorities for the park:

- **Acquire and preserve the Quincy Smelting Works:** The last standing copper smelter in the region, the Quincy Smelting Works is a prominent historical resource that is vital to telling the area's copper story. Acquiring the Quincy Smelting Works will cost approximately \$335,000, with additional resources required for ongoing preservation and interpretation.
- **Stabilize the Quincy Mining Company No. 2 Hoist House:** Completed in 1920, the Hoist House accommodates the massive Nordberg hoist engine and related equipment. Concrete failure threatens visitor safety and the preservation of the structure and its contents. Critical stabilization of the Hoist House will cost approximately \$840,000.
- **Design and build a Quincy visitor center:** A visitor or heritage center in the Quincy Unit is called for in the park's 1998 General Management Plan. While the Calumet Visitor Center focuses on social history and daily life in the area, the Quincy visitor center would tell the broader park story and explore the area's industrial heritage, geology, aboriginal history, and archeology. Approximately \$12,000,000 would be required for a Quincy visitor center, which could be located at the Quincy Smelting Works site or on Quincy Hill.

However, undertaking another large capital project without the base budget to cover recurring operating costs is not a viable option for the park. Opening and operating the Calumet Visitor Center has stretched the park's finances, staff, and programs. Moving forward, the financial sustainability of Keweenaw NHP will largely depend on sufficient operating funds accompanying any future capital investments.



Conclusion

Moving forward, Keweenaw NHP will continue to tell the area's nationally significant copper story while providing exceptional visitor services, historical preservation measures, museum collection management, and technical assistance to its numerous partners. Much of what the park accomplishes over the next five years hinges on good financial planning and focusing limited resources and staff time toward operational priorities and goals. The park will continue to do everything possible to pursue the priorities and goals laid out in this business plan, irrespective of budget outlooks.

With this plan as a guide, the NPS looks forward to working with the Advisory Commission, the Keweenaw Heritage Site partners, and Copper Country communities to determine the best and most effective ways of managing into the future.

*Below: The Quincy Mining Company cultural landscape contains numerous extant historic structures and ruins.
Right: Tamarack Mine, Calumet.*



Acknowledgments

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Keweenaw Heritage Site Partners

Adventure Mining Company
 A.E. Seaman Mineral Museum
 Calumet Theatre
 Chassell Heritage Center
 Copper Country Firefighters History Museum
 Copper Range Historical Museum
 Coppertown Mining Museum
 Delaware Copper Mine Tours
 Finnish American Heritage Center at Finlandia University
 Fort Wilkins Historic State Park
 Hanka Homestead Museum
 Houghton County Historical Museum
 Keweenaw County Historical Society
 Keweenaw Heritage Center (at St. Anne's)
 Laurium Manor Mansion Tours
 Old Victoria
 Ontonagon County Historical Museum
 Porcupine Mountains Wilderness State Park
 Quincy Mine & Hoist

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Quincy miners.